



South Wiltshire Core Strategy

Paper 13 Addendum 2:

Conservation

July 2009

WILTSHIRE COUNCIL LOCAL DEVELOPMENT FRAMEWORK

TOPIC PAPER 13 ADDENDUM 2

CONSERVATION

JULY 2009

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1 INTRODUCTION

- 1.1 In June 2007 Salisbury District Council published Local Development Framework Topic Paper 13 'Conservation' ("The Topic Paper"). In February 2008, following consultation on options put forward within The Topic Paper, the Council published an Addendum to the Topic Paper ("The Addendum").
- 1.2 This second Addendum should be read in conjunction with both The Topic Paper and The Addendum and it is not therefore considered necessary to repeat background information, national and regional policy, examples of best practice and community aspirations contained therein in detail.
- 1.3 The Council's desired outcome for this topic is to ensure the conservation of south Wiltshire's heritage through the protection and enhancement of the historic built environment and the protection of, improved public access to and improved understanding of archaeological remains.
- 1.4 The Topic Paper noted that the Salisbury area has an exceptional built heritage, with over 3000 statutorily listed buildings, of which a higher than average number are of outstanding national interest. These buildings are irreplaceable assets and policies should favour the preservation or sensitive alteration of such buildings. The district is internationally renowned for Salisbury Cathedral and Stonehenge, which is a World Heritage Site ("WHS").
- 1.5 In addition to the individual historic buildings and archaeological sites, there are 70 designated Conservation Areas in the district, the character or appearance of which it is desirable to preserve or enhance. The Council is currently engaged in a sequence of Conservation Areas appraisals, which will help inform future policies and management plans.
- 1.6 In summary, the options that were considered worthy of pursuing were as follows:

The protection of historically important unlisted buildings by:

- Creating and publishing a Local List.
- Drafting of new development control policies to provide specific guidance on buildings outside Conservation Areas.
- Article 4(1) or 4(2) directions (under the Town and Country Planning (General Permitted Development) Order 1995).
- Seeking the listing of some historically important buildings.
- Increasing awareness of issues with Development Control Officers.

The protection of buildings at risk by:

- Actively pursuing a strategy for the maintenance or improvements necessary to secure the long-term future of listed buildings or other buildings within Conservation Areas.
- Regularly resurveying for listed buildings at risk.
- Identifying unlisted buildings at risk in Conservation Areas.

- Actively encouraging the reuse, maintenance and repair of listed buildings.
- Providing some financial assistance to owners towards significant repairs.

Addressing the lack of control over development to historically important unlisted buildings in Conservation Areas by:

- Applying Article 4(1) or 4(2) directions (under the Town and Country Planning (General Permitted Development) Order 1995).

Securing the repair and maintenance of council owned buildings by:

- Forming a working group between the Conservation Team and the Legal and Property Unit with the aim of agreeing policies in respect of council-owned historic buildings, ensuring regular maintenance and surveys.

Enhancing the public realm in Conservation Areas by:

- Targeting council resources towards environmental improvements, including replacing tarmac and concrete with stone flags and cobbles.
- Completing the already partially implemented scheme for environmental improvements in Salisbury's city centre.
- Liaising with the Local Highway Authority and statutory undertakers to ensure that repairs are carried out in the appropriate manner.
- Adopting a management plan for trees regarding maintenance, replacement and new planting.
- Using developer contributions towards enhancement of the public realm, including the planting of trees.

Ensuring works by statutory undertakers are sympathetic by:

- Proactively engaging with undertakers to discuss works affecting Listed Buildings and Conservation Areas, to help them understand the conservation issues.
- Continuing to work with undertakers on an ad-hoc basis when made aware of works.
- Consulting undertakers on Conservation Area Management Plans.

Addressing the lack of international designation and recognition for Salisbury Cathedral and Close by:

- Putting the Cathedral and Close forward to be added to the UNESCO inventory as a first step to WHS designation.
- Investigating other measures to give the Cathedral and Close international designation

Addressing the lack of qualified craftsmen and professionals with specialist conservation skills by:

- Introducing a short-course training scheme run by experienced professionals (e.g. similar to those run by Essex County Council).

Addressing the lack of planning control over development within the Stonehenge WHS by:

- Restricting certain forms of permitted development by the creation of Article 4 directions.
- Producing a Historic Landscape Character Assessment as a means to producing historic landscape policies.
- Exploring other measures to preserve the archaeology and enhance the WHS and its setting.

Addressing the lack of information about, interpretation of and access to archaeological sites and monuments by:

- Working with English Heritage and the County Archaeologist to increase public awareness of scheduled ancient monuments and archaeologically sensitive sites and landscapes.
- Improving interpretation of archaeological sites.

Addressing inconsistencies with statutory lists by:

- Reviewing existing listed buildings to assess their current suitability;
- Reviewing all unlisted structures to consider worthiness for listing.
- Suggesting new listings or de-listings periodically as identified by officers in the course of day-to-day work.

Addressing the lack of guidance to the public and developers regarding the approach to the historic environment by:

- Improving guidance to developers and the general public.
- Publicising examples of good conservation work.
- Holding open days or training to act as a forum for guidance and advice.

2 ISSUES AND OPTIONS

- 2.1 The suggestions listed above were included within the Council's 'Our Place In The Future' Issues and Options consultation carried out in the summer of 2007.
- 2.2 The Addendum reviewed The Topic Paper, analysed the results of the public consultation on these options and examined relevant individual comments to ascertain if there were any additional areas that required investigation prior to the preparation of Preferred Options for this topic.
- 2.3 Extending controls over our historic buildings, settlements and environment received an overwhelmingly positive response, although a few concerns were raised regarding the financing of such work and suggesting that controls are already governed by legislation.
- 2.4 The response to the option of identifying historically important unlisted buildings, forming a 'Local List', indicated that this should be a priority action. Few comments were specifically made, although a small number questioned the preservation of old buildings for the sake of it.
- 2.5 The option of imposing tighter controls in Conservation Areas (for instance over changing windows in a dwelling house) met with a positive response, showing that a district-wide concern for the historic details of properties should be addressed.
- 2.6 Seeking additional controls over certain forms of development in the Stonehenge WHS (for instance over telephone masts and agricultural buildings) through a revision of the existing Article 4 direction again received strong support. Comments on this option referred to the proposed road scheme and visitor centre rather than heritage issues per se.
- 2.7 There was resounding support for the option of carrying out regular surveys to identify historic buildings at potential risk and formulating a strategy to protect and enhance them. This demonstrates the level of interest in the historic environment and the value the public places on our heritage. The only comment on this option asked how this work would be funded and suggested that developer contributions towards this might be appropriate.
- 2.8 Producing plans for the enhancement of Conservation Areas and other historic environments, rather than reacting to proposals as and when they are made, received a strong positive response.
- 2.9 The option of using public funds to enhance Conservation Areas and historic environments received support, although less resounding. One comment suggested the investigation of whether developer contributions could be used for this.
- 2.10 The strongest support for any option regarding this topic was for that of securing better management of the impact of utility companies' work on the

historic environment, clearly indicating significant dissatisfaction with the current approach.

- 2.11 There was good support for seeking WHS status for Salisbury Cathedral and Close. It should however be noted that this involves complex international politics and will require much further investigation with English Heritage and the Department of Culture, Media and Sport. Several respondents objected on the grounds of unwanted regulatory interference and loss of local decision-making, showing the need for better explanation of the process and the effects of inscription if the public is to be fully behind this proposal.
- 2.12 Improvement of information about, interpretation of and access to archaeological sites and monuments received a broadly positive response, encouraging better publication of the information that is largely already available.
- 2.13 The option of funding and arranging training workshops to improve the skills of local craftspeople received a positive response, showing respondents' appreciation of the lack of available traditional craftspeople, and encouraging the Council to facilitate training, possibly in partnership with other authorities or educational establishments. Several comments were made suggesting that these could involve Salisbury College.
- 2.14 Providing owners of listed buildings with simple guidance about the restrictions that apply to their properties received a high degree of support. Our current advice leaflet (published in 2005) and officers' availability for personal advice are evidently less well widely known about than we would wish, although no figures are available to ascertain how many of the respondents live in or own listed buildings.

3 PREFERRED OPTIONS

- 3.1 The proposals identified above were subjected to a number of tests including sustainability appraisal, deliverability and conformity with national and regional policy. As a result The Addendum identified the following as options that should be considered further:
- Extending controls over historic buildings, settlements and environments to help protect and enhance the unique character of the local area.
 - Identifying historically important unlisted buildings that need additional protection.
 - Creating tighter controls in Conservation Areas.
 - Creating additional controls over certain forms of development in the Stonehenge WHS, such as telephone masts and new agricultural buildings.
 - Carrying out regular surveys to identify historic buildings that are at risk, supported by a strategy to protect them.
 - Producing plans for the enhancement of Conservation Areas and other historic environments rather than simply react to proposals when they are made.
 - Utilising public funds to enhance Conservation Areas and historic environments.
 - Ensuring the work of public utility companies (e.g. water, gas, telecoms) does not damage the appearance or character of historic buildings or Conservation Areas.
 - Seeking WHS status for Salisbury Cathedral and Close.
 - Improving information, interpretation and access to archaeological sites and monuments.
 - Providing guidance to owners of listed buildings about the restrictions that apply to them.
 - Funding and arrangement of training to improve the skills of local craftspeople.
- 3.2 The Council carried out consultation on a wide range of Core Strategy Preferred Options in the spring of 2008, of which those referred to below were of relevance to this topic.
- 3.3 The Golden Threads listed under Preferred Option PO1 included ‘Showing our heritage assets off to their full potential’.
- 3.4 The Prized Assets listed under Preferred Option PO2 included the ‘Unique heritage of Stonehenge, Salisbury Cathedral, Salisbury medieval chequers, Durrington Walls, Wardour Castle, large rural estates, New Forest and ‘chocolate box’ villages such as Ansty and Teffont’.
- 3.5 The Core Strategy Spatial Vision Objectives listed under Preferred Option PO3 included Objective G: ‘Where our heritage assets have been shown off to their full potential such as Stonehenge and Salisbury Market Place, and we can proudly hand on our built heritage in a better state than when we inherited it’.

3.6 Preferred Option PO23 proposed the following strategy for protecting our built heritage:

- Extending controls over historic buildings, settlements and environments to help protect and enhance the unique character of the local area.
- Identifying historically important unlisted buildings that need additional protection.
- Creating tighter controls in Conservation Areas.
- Creating additional controls over certain forms of development in the Stonehenge WHS, such as telephone masts and new agricultural buildings, through changes to an Article 4 Direction.

3.7 Preferred Option PO34 set out the following options for protecting the built heritage in Salisbury, Wilton and the Four Rivers Community Area:

- An enhanced heart to the city, capitalising on the quality of the built heritage, starting with an implemented strategy to enhance the Market Place, which has been rolled out to all areas of the public domain.
- Securing the future of Salisbury Guildhall through implementation of viable re-use.
- Agreeing and, where funds are available, implementing an enhancement strategy for the centre of Wilton, especially around the Market Square.
- Considering a case for WHS status for Salisbury Cathedral will be carefully considered.
- Considering additional controls (through an Article 4 Direction) for the Salisbury Conservation Areas, to help protect their unique character.

3.8 Preferred Option PO45 set out the following options for protecting the built heritage in the Stonehenge Community Area:

- Continuing to work with partners, especially English Heritage and the National Trust to try and find a lasting solution to the Stonehenge issue, which returns the monument to a setting more respectful of its status as an international icon.
- Investigating whether additional planning controls (through an Article 4 Direction) are necessary.

3.9 Preferred Option PO56 set out the following options for protecting the built heritage in the Mere Community Area:

- Working with owners and agents to seek the conservation and enhancement of Stourhead historic park and garden.
- Carrying out appraisals of and producing management plans for Conservation Areas at East Knoyle, Mere, Maiden Bradley, Semley, Stourhead and Zeals.

3.10 Preferred Option PO67 set out the following options for protecting the built heritage in the Southern Community Area:

- Ensuring that new buildings and extensions are carried out to stringent design standards, based on demonstrating how they are appropriate to the specific context of the location within which they are proposed and ensuring that the materials and craftsmanship reflect the intrinsic qualities of the area.
- Working with owners and agents to seek the conservation and enhancement of the historic parks and gardens at Longford Castle, The Moot and Trafalgar House.

3.11 Preferred Option PO78 set out the following options for protecting the built heritage in the Nadder Community Area:

- Putting in place a policy framework which ensures that new buildings and extensions are carried out to stringent design standards based on demonstrating how they are appropriate to the specific context of the location within which they are proposed and ensuring that the materials and craftsmanship reflect the intrinsic qualities of the area.
- Working with owners and agents to seek the conservation and enhancement of historic parks and gardens such as the Fonthill Estate and Wardour Castle.

3.12 43% of respondents supported the list of Golden Threads identified under PO1. A further 33% neither supported nor objected to the list, but rather made comment on its content. It should also be noted that showing our heritage assets off to their full potential formed part of a list and none of the 24% of respondents who objected to this Preferred Option were against this individual element in principle. Analysis of comments made by objectors indicates that they were mostly concerned with suggestions as to additional Golden Threads and how other Preferred Options would impact on those already identified.

3.13 Comments made by respondents included the following:

- Why is Old Sarum not mentioned here? Surely this site is worthy of inclusion in the points noted under 'Unique Heritage'?
- I would have thought we should also seek to preserve what evidence remains of Salisbury's unique development as a 'new town', i.e. the historic chequers.
- We think that the report underplays the value of our heritage assets as a core driver for increasing cultural tourism in the city and district to the benefit of trade and jobs.

3.14 46% of respondents supported the list of Prized Assets identified under PO2. A further 40% neither supported nor objected to the list, but rather made comment on its content. It should also be noted that the asset of a unique heritage formed part of a list and none of the 14% of respondents who objected to this Preferred Option were against this individual element in principle. Analysis of comments made by objectors indicates that they were mostly concerned with the definition of the Prized Assets and how other Preferred Options would impact on them.

3.15 Comments made by respondents included the following:

- Wilton House, Stourhead and Old Sarum missing - they offer much more than Durrington Walls.
- Yes it is imperative that we pay special attention to nurturing and protecting our prize assets.
- Unique heritage: The intention is applauded and more unique items should be added.
- We believe that the Museum should be specifically included under the 'Unique Heritage' point.
- Assistance needed to ensure owners of listed buildings can maintain them as they are. e.g. Grants to re-thatch.
- The core values and assets identified to be respected in development of policies and proposals are comprehensive and relevant and will provide for district wide and locally appropriate policies.

3.16 23% of respondents supported the list of Core Strategy Spatial Vision Objectives identified under PO3. A further 49% neither supported nor objected to the list, but rather made comment on its content. It should also be noted that the objective relating to our heritage assets formed part of a list and none of the 28% of respondents who objected to this Preferred Option were against this individual element in principle. Analysis of comments made by objectors indicates that they were mostly concerned with the wording of policies and the impact of major development in the south Wiltshire area.

3.17 Comments made by respondents included the following:

- The Garden History Society is hopeful that existing policies relating to historic parks and gardens in adopted Local Plans will transfer into the new Local Development Frameworks.
- I support the objectives but I do not believe SDC has appropriate policies for achieving it. More of the same will worsen not improve the environment.
- We agree with statements A-L for the core Strategy Spatial Vision in general.
- Stonehenge has not been shown off to its full potential, despite millions being spent on a new visitor centre, by-pass and other facilities - to no avail.
- Topic G, whilst being positive, does seem to limit 'heritage' to built structures, and I would recommend that a more holistic approach to heritage is adopted.

3.18 64% of respondents supported the strategy suggested under PO23 for protecting our built heritage. A further 23% neither supported nor objected to the list, but rather made comment on its content. Analysis of comments made by the 13% of respondents objecting to this Preferred Option indicates that the majority were not necessarily against this option in principle, but rather were concerned with precise wording of subsequent policies.

3.19 Comments made by respondents included the following:

- This option has to be matched to the potential devastation that is inherent in the offers of development land in the draft SHLAA.
- Agree about need to protect historic building and heritage sites.
- Because our history and heritage is so important, this and our rural setting are known worldwide and must be protected. Also, this is what tourists come to see.
- Salisbury Civic Society strongly supports this proposed expanded strategy for preserving our built heritage. However, it must be recognised that considerable additional funding would be needed to implement it.
- We must treasure the historic buildings that we have left and ensure an appropriate setting for them.
- More effective policies for listed buildings are needed.
- Create tighter controls in Conservation Areas and continue to protect designated areas such as Building Restraint Areas.

3.20 71% of respondents supported the options suggested under PO34 for protecting the built heritage in Salisbury, Wilton and the Four Rivers Community Area. A further 25% neither supported nor objected to the list, but rather made comment on its content. Analysis of the only comment made by the 4% of respondents objecting to this Preferred Option indicates a preference for the Market Place to remain unchanged.

3.21 Comments made by respondents included the following:

- The Market Square needs re-vamping.
- I would strongly oppose any alteration to the Market Place. I find it both attractive, with its surroundings dating from different periods of history, and functional.
- The Guildhall was given by Lord Radnor to the people of Salisbury. It should therefore be used for their benefit for civic or public use and some office accommodation.
- We support World Heritage Site Status for Salisbury: not just the Cathedral but also to include the Close, the city and its natural environment. Heritage is not just the built environment but also the natural environment and landscape setting.
- I would hate it if Salisbury became very modern and lost its value in the countryside and historic building.

3.22 79% of respondents supported the options suggested under PO45 for protecting the built heritage in the Stonehenge Community Area. A further 14% neither supported nor objected to the list, but rather made comment on its content. Analysis of the only comment made by the 7% of respondents objecting to this Preferred Option indicates a concern with an over-emphasis on Stonehenge.

3.23 Comments made by respondents included the following:

- A solution to the main trunk road past Stonehenge must be a part of this plan.
- The Preferred Option seems to infer that Stonehenge is the only historic building in the Stonehenge area, which is quite obviously not the case.
- Working with the National Trust and English Heritage is necessary, but let us not be dictated to by them.

3.24 75% of respondents supported the options suggested under PO56 for protecting the built heritage in the Mere Community Area. A further 17% neither supported nor objected to the list, but rather made comment on its content. Analysis of the few comments made by the 8% of respondents objecting to this Preferred Option indicates that they were mostly concerned with the subsequent wording of policies.

3.25 Comments made by respondents included the following:

- I fully support your strategic aims listed in these Preferred Options.
- Appraisals of areas must be carried out before development is proposed or areas are highlighted as suitable for development. How can they be identified as suitable if they are not properly assessed?
- Add new option: Working with owners and agents to preserve and enhance historic buildings, including considering new benign uses where necessary to safeguard the future of the building.

3.26 57% of respondents supported the options suggested under PO67 for protecting the built heritage in the Southern Community Area. A further 26% neither supported nor objected to the list, but rather made comment on its content. Analysis of the comments made by the 17% of respondents objecting to this Preferred Option indicates that they were mostly concerned with the subsequent wording of policies and any implication that private concerns should receive support from public funding.

3.27 Comments made by respondents included the following:

- The Parish Council see this as a worthy goal. However, the suggestions put forward within the Core Strategy document with relation to Downton do not begin to entertain this idea and are in fact a total reverse.
- There is a singular lack of mention throughout this document of the Clarendon Estate. Clarendon Palace should, because of the significant past importance, be placed at the forefront of the tourist Heritage Sites from which it has recently quietly disappeared.
- I cannot understand reference to Trafalgar House/Park as part of our heritage. As far as I am aware there is no public access. Private houses and parks should not be subsidised by taxpayers.
- Of course it is important to maintain and protect our heritage assets. Buildings, parks, and gardens are very important to us all, but our most valuable heritage asset is the beautiful countryside around us.

- 3.28 68% of respondents supported the options suggested under PO78 for protecting the built heritage in the Nadder Community Area. A further 27% neither supported nor objected to the list, but rather made comment on its content. Analysis of the only comment made by the 5% of respondents objecting to this Preferred Option indicates a concern with how proposals would impact on car parking in Tisbury.
- 3.29 Comments made by respondents included the following:
- Agree, not forgetting Wardour Castle is a Scheduled Ancient Monument so proposed schemes will be subject to consent anyway.
 - Whilst we support the general thrust of PO78 it is also appropriate to point out that historic parks and gardens contribute to the character and quality of the AONB, and are significant elements within the overall heritage base of the AONB.
 - We believe Conservation Areas and AONB landscape preservation should be specifically mentioned in the list of options.
 - If there is considerable increase in amenities for the surrounding area centred on Tisbury, what will happen about car parking which is already overstretched?
- 3.30 The council undertook a second stage of Preferred Options consultation in the autumn of 2008. The consultation document noted that, whilst we have considerable heritage assets, responses to previous consultations supported our views that we need to do more to show them off to their best effect.
- 3.31 Although a specific question regarding this topic was not asked at this second stage of consultation, there was an opportunity for respondents to make additional comments, including on previous Preferred Options. These responses have been examined and it is considered that no new issues requiring further investigation have been raised in respect of this topic.

APPENDIX ONE: SUGGESTED POLICY AND MONITORING

Taking into account the rigorous processes, consultation and analysis undertaken by the Council and outlined above, it is considered appropriate to include the following policy within the Core Strategy.

Protection of Heritage Assets

Development will be supported where it protects and/or enhances the character, setting and appearance of the district's heritage assets including listed buildings, Conservation Areas, the Stonehenge World Heritage Site, archaeological remains, ancient monuments and parks and gardens of historic interest.

TARGETS

No de-listing or de-designation of heritage assets as a result of damaging development.

No de-designation or reduction in the extent of Conservation Areas as a result of inappropriate development.

A cumulative reduction in the number of potential archaeological sites where development has taken place without appropriate pre-development investigation.

MONITORING AND REVIEW:

Annual Monitoring Report; External reviews (for example by Conservation Area advisory committees, Salisbury Civic Society, Design Forum)

DELIVERY RESPONSIBILITY

Wiltshire Council; Developers.

APPENDIX TWO: MATTERS FOR INCLUSION IN SUBSEQUENT DEVELOPMENT PLAN DOCUMENTS

The following matters are considered to be matters where the Council will carry out the necessary works, or that are area-specific, and should therefore be included in a Heritage Development Plan Document or Area Action Plans, as opposed to overarching Core Strategy policies.

Heritage Development Plan Document

- A programme of Conservation Area Appraisals and Management Plans.
- Consideration of additional controls (such as Article 4 Directions) for Conservation Areas to help protect their unique character.
- Measures to carry out regular surveys to identify historic buildings that are at risk, supported by a strategy to protect them.
- Measures to identify historically important unlisted buildings that need additional protection, either through the Conservation Area appraisal process or the preparation of a local list.
- Measures towards working with owners and agents to achieve the continuing conservation and enhancement of historic parks and gardens.
- Measures to improve public access to and understanding of archaeological remains.

Salisbury, Wilton and Four Rivers Community Area

- Consideration of the case for WHS status for Salisbury Cathedral and Close.
- Measures to achieve an enhanced heart to Salisbury, which capitalises on the quality of the built heritage, beginning with an implemented strategy to enhance the Market Place, to be rolled out to all areas of the public domain.
- An enhancement strategy for the centre of Wilton, especially around the Market Square.

Stonehenge Community Area

- Measures towards working with partners, especially English Heritage and the National Trust, to secure a lasting solution to returning Stonehenge to a setting more respectful of its status as an international icon.
- Consideration of additional controls over certain forms of development in the Stonehenge WHS, such as telephone masts and new agricultural buildings, through changes to the existing Article 4 Direction.

APPENDIX THREE

CHANGES AS A RESULT OF SUSTAINABILITY APPRAISAL, HABITATS REGULATIONS ASSESSMENT AND EDITING REFINEMENT

This initial policy text was then subjected to Sustainability Appraisal and Habitats Regulations Assessment as well as editing refinement and advice from parties such as GOSW. As a result of this the following amendments were made to the text to ensure conformity with both European Directives as well as ensuing central and regional policy are not repeated and future editing ensured.

The SA noted that the policy would have major benefits for the historic environment and positive impacts on the landscape. Indirect positive impacts would be accrued for biodiversity, health and the tourist economy.

No requirement was identified for examination of this policy at the appropriate assessment stage of the HRA.

The protection of heritage assets was addressed in Core Policy 44 of Draft 3 of the Submission Document. However, following iteration, the policy was deleted from Draft 7 as it represented a development management policy, which will be delivered through a Wiltshire-wide DPD.